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Mid-term review of the fourth regional programme for Africa

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I. THE MID-TERM REVIEW PROCESS

1. The objectives of the mid-term review of the fourth regional programme were: (a) to review achievements to date; (b) to determine whether the programme remains relevant to national, regional and UNDP-mandated priorities; (c) to assess the impact of the sharp reduction in funding; and (d) to recommend the future direction for the programme. When compared with an impact assessment of a country programme, an impact assessment of a regional programme is complicated by factors such as: (a) the multiplicity of stakeholders; (b) the multi-level nature of the impact of the programme - regional, subregional and national; and (c) less direct contact with the ultimate beneficiaries.

2. The mid-term review issues paper was drafted by a two-person African team, which visited countries with major intergovernmental organizations (IGOs) to hold consultations with representatives of IGOs, UNDP, United Nations executing agencies and civil society. The draft issues paper took into account ongoing considerations, including those of the United Nations New Agenda for the Development of Africa in the 1990s (UN-NADAF), the System-wide Plan of Action for African economic recovery and development, the Cairo Agenda for Action on Relaunching Africa's Economic and Social Development, adopted in March 1995 by the Council of Ministers of the Organization of African Unity (OAU), and the Global Coalition for Africa. It was reviewed by UNDP and the largest IGOs (e.g., OAU, the African Development Bank (AfDB), the Common Market for Eastern and Southern Africa (COMESA), the Economic Community of West African States and the Economic Commission for Africa (ECA)) and subsequently endorsed by the Regional Bureau for Africa Programme Approval Committee and by the UNDP Programme Review Committee.

3. The mid-term review meeting, held with the above-mentioned organizations in Addis Ababa, Ethiopia, on 29 April 1995, discussed the issues paper and cross-cutting concerns such as the programme's relevance and concentration; the participatory process in programming; the impact of the programme approach; how to further decentralize programme management; how to increase linkages between regional and country programmes; how to promote resource mobilization; and priorities for the next cycle.

II. PROGRAMME ACHIEVEMENTS

A. Focus of the regional programme

4. The goals of the fourth regional programme, which, having been endorsed in November 1991 by the Third Extraordinary Meeting of the ECA Conference of Ministers in Namibia, was approved by the Governing Council at its thirty-ninth session (1992) are: (a) to address new African development issues and their commonalities and linkages between African countries and between Africa and other regions; (b) to promote regional cooperation and integration, especially the integration goals of the African Economic Community (AEC) (rooted in the Abuja Treaty); and (c) to foster an effective African institutional framework to deal with African development issues with regional dimensions and implications. The programme, covering the period 1992-1996, has three broad areas of concentration: regional cooperation and integration; long-term strategic

planning; and fostering human development. Specific initiatives with a regional focus within those three areas are being implemented by UNDP, together with its development partners (e.g., country Governments, national institutions, IGOs, non-governmental organizations (NGOs), donors and United Nations specialized agencies).

5. Overall, the fourth regional programme has resulted in the following critical achievements to date: (a) creating a more balanced partnership between development partners and IGOs; (b) increasing the participation of beneficiaries (notably in the formulation of new interventions); (c) changing the role of UNDP from that of a mere funding agency to that of a proactive and dynamic partner in identifying the development problems of sub-Saharan Africa and formulating strategies to respond to them; (d) strengthening African capacities to define their own development strategies and priorities; and (e) increasing the UNDP coordinating role within the United Nations system. A more specific list of achievements may be found in paragraphs 13-29 below.

B. The changing international and African environment

6. Since the Programme began in 1992, sub-Saharan Africa's already daunting development challenges have been compounded by:

(a) Political transition which has had varying effects, leading at best to potential new growth poles (e.g., in South Africa), and at worst, to instability and ethnic conflicts (e.g., in Rwanda);

(b) An inadequate supply response to accelerate access to sustainable livelihoods (e.g., according to International Monetary Fund data, real gross domestic product (GDP) growth slowed from 1.5 per cent in 1993 to an estimated 0.6 per cent in 1994 (down from an average of 2.5 per cent for the period 1986-1994), resulting in a further decline in per capita GDP (-1.5 per cent in 1993 and an estimated -2.4 per cent in 1994, compared with -0.5 per cent for the period 1986-1994));

(c) At the subregional level, the CFA franc devaluation has caused a sharp erosion in living standards in the affected countries, owing in particular to a rise in inflation rates (estimated at 30 per cent in 1994, compared with 4.5 per cent during the period 1986-1994);

(d) Recurring severe droughts in the Sahel, the Horn of Africa and other parts of western and southern Africa have led to a further deterioration in living standards, particularly of rural populations;

(e) The rapid spread of the human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) pandemic;

(f) Declining official development assistance flows, which, in real terms, were lower in 1993 than in 1985, having fallen at an annual average rate of 3 per cent during the period 1991-1993;

(g) Continued debt overhang, which, by end-1994, totalled an estimated $211 billion (equivalent to $300 to $400 per capita and nearly as much as gross national product (GNP) per capita ($491)). As a percentage of exports and GNP, 255 per cent and 83 per cent, respectively, the debt burden of sub-Saharan Africa was higher than that of other regions. Debt service (interest and principal) were estimated to absorb 35 per cent of export earnings, significantly more than the 15 per cent generally considered to be sustainable.

7. Despite sound economic policies to diversify exports, the scope for the countries of sub-Saharan Africa to sell their products on international markets is still limited. Preliminary estimates suggest that, in the short term, the Uruguay Round could have a negative impact on sub-Saharan African countries, by reducing export earnings and increasing import prices. African economies will require substantial assistance to respond to those short-term negative effects.

8. In 1994 and 1995, a number of important international and regional meetings influenced strategy and policy direction for sub-Saharan Africa. The International Conference on Population and Development, held in Cairo, Egypt, from 5 to 13 September 1994, recommended, among other things, the promotion of education, especially for girls, gender equity and equality. The first meeting of the Conference of African Ministers in Charge of Human Development adopted an African Common Position in areas such as poverty alleviation, social integration and employment for the World Summit for Social Development, held in Copenhagen, Denmark, in March 1995. The Fifth African Conference on Women, held in Dakar, Senegal, in November 1994, adopted an African Platform for Action, to be submitted to the Fourth World Conference on Women in Beijing, China, in September 1995, emphasizing the need to empower women economically, politically and socially, to increase their access to education, especially in the areas of science and technology, and to protect their legal and human rights. In March 1995, an extraordinary session of the Council of Ministers of the Organization of African Unity adopted the Cairo Agenda for Action on Relaunching Africa's Economic and Social Development, which emphasized good governance and popular participation in the design and implementation of development plans, programmes and projects.

C. Programme status

9. To ensure maximum impact, the strategy of the fourth regional programme was to focus on an integrated cluster of complementary and mutually reinforcing activities, geared to address regional priorities. Assistance has been targeted at strengthening the capacities of (a) national institutions dealing with common or regional issues and (b) subregional and regional IGOs, with the aim of enhancing human development in Africa. The basic criteria applied for regional programmes were: (a) issues of interest to countries sharing common resources; (b) issues of interest to groups of countries with common constraints or problems; and (c) problems for which a lasting solution in one country depends on simultaneous action being taken by other countries.

10. Despite a reduction in indicative planning figure (IPF) resources (reduced to 75 per cent of their original level by June 1993 and to 70 per cent of their original level by mid-1994), the proportion of resources allocated between areas

has remained close to that approved (see annex for the financial summary). The programme was made more focused and the number of ongoing projects/programmes was reduced from 100 in 1993 to 30 by the mid-term review. Criteria for reducing the number of projects included: (a) inconsistency with the goals of sustainable human development, based on the priority areas of good governance, poverty reduction, job creation, protection of the environment and the promotion of women; (b) little likelihood of achieving objectives; and (c) a lack of beneficiary cost-sharing.

11. Any underperformance was attributable to: (a) some objectives are not achievable in the span of a single cycle (e.g., eliminating onchocerciasis takes approximately 20 years); (b) solutions to some problems are linked to other issues (e.g., poverty alleviation, which needs to be addressed simultaneously with, among other issues, privatization, which is increasingly viewed as being linked to good governance); and (c) the sudden reduction in resources, which resulted from a combination of borrowing during the fourth cycle, the reduction of the fifth-cycle regional programme allocation, and the reduction of actual IPF availability during the fifth cycle.

D. Programme relevance

12. Given the increased challenges faced by sub-Saharan Africa (see paras. 6-8 above), the mid-term review meeting considered that the overall objectives of the fourth regional programme (see para. 4 above) remained relevant, but that more emphasis should be placed on critical areas for accelerating development in which UNDP is considered to have a comparative advantage. Areas of comparative advantage were considered to include good governance and poverty reduction through the stimulation of sustainable livelihoods and private sector employment opportunities. In addition, greater priority should be given to improved speed and quality of delivery; resource mobilization; and systematic follow-up and monitoring.

E. Areas of concentration

1. Regional cooperation and integration

13. The area of regional cooperation and integration accounts for the largest share of the resources of the fourth regional programme. Most projects were concentrated during the period 1992-1994, covering: (a) the rationalization and harmonization of IGOs; (b) the establishment of AEC; and (c) assistance to key sectors with intrinsic integrative characteristics (e.g., transport).

14. Adopted by the General Assembly on 18 December 1991 (resolution 46/151) to facilitate the recovery and transformation of African economies, UN-NADAF has been a critical instrument in increasing coordination between United Nations agencies. UNDP support for UN-NADAF has taken three forms: (a) support for ECA, which is responsible for coordinating the follow-up and monitoring aspects of the programme through the multinational programming and operational centre; (b) support for the African Recovery Publication Unit, which covers and disseminates information on UN-NADAF activities; and (c) support for the other

coordinating mechanisms, including the UN-NADAF Inter-agency Task Force and the Office of the Special Coordinator for Assistance to Africa and the Least Developed Countries.

15. In the case of OAU, support resulted in the improvement of the quality and timeliness of documentation, communications and financial systems and controls. With regard to AEC, regional-level efforts concentrated mainly on the establishment of that economic community. In addition to training and capacity-strengthening, the results of which cannot be measured immediately, achievements included: (a) the drafting of protocols (five drafted and 17 nearing completion); (b) support to the ratification process of the Abuja Treaty; (c) a study on a proposed development programme for a pan-African trade information system; (d) a joint work programme mapping out activities to be undertaken individually or collectively by OAU, ECA and AfDB in support of the OAU Permanent Steering Committee; (e) increased public awareness about the aims and objectives of AEC through papers presented at conferences, symposia etc.; and (f) a study on the structure and functions of a single OAU/AE Community secretariat.

16. The Trade and Development Promotion Programme of the Preferential Trade Area (PTA) for Eastern and Southern Africa (now known as COMESA) has attracted $2.5 million in cost-sharing resources from the Governments of Belgium and the Netherlands, as well as further co-financing resources in parallel or in kind (i.e., the International Development Research Centre of Canada for computer systems, the European Union for trade fairs and Nixdorf Computer Company of Germany for computer systems in kind). In addition, the programme has created an estimated $200 million in additional trade and has increased the participation of professional associations and chambers of commerce in the management of the Trade Information Network.

17. The success of certain projects at the subregional, sectoral level suggests that it may be easier to maximize impact by starting projects at that level. For instance, the training programme supporting the West African Rice Development Association (WARDA) achieved more than was planned: 511 cadres of the subregion were trained, 12 training manuals were produced and disseminated and a rice information network was established. The International Fertilizer Development Centre for West Africa assisted national institutions in 14 countries to conduct research with 1,000 farmers on the appropriate use of fertilizers: a network of national institutions was established; greater participation by the farmers and wider dissemination of the results of the research are being sought. In southern Africa, support to the East Coast Fever Vaccine Production Unit has enabled the regional laboratory in Malawi to supply vaccines at a cost that could make the Unit self-sustaining in the near future.

2. Long-term strategic planning

18. Long-term strategic planning includes the development of human resources and capacities for carrying out strategic planning, macroeconomic analysis and the management of natural resources and the environment.

19. The National Long-Term Perspective Study (NLTPS) programme arose out of a recommendation of a July 1990 meeting of African ministers and international donors at Maastricht, the Netherlands. It aims to enable African countries to undertake their own studies of their future development as a basis for defining their own vision and the strategies and policies to achieve that vision. NLTPS has aroused a new awareness of the usefulness of long-term strategic planning and has developed methodologies that can be applied at the country level. Progress in implementing the programme in African countries has been slower than planned, owing to the range of factors involved in creating the appropriate environment for internalizing the process. Some 30 countries have expressed interest in introducing NLTPS, and 9 have initiated the process. The first four countries, Côte d'Ivoire, Gabon, Guinea-Bissau and Mauritius, are expected to complete their NLTPS processes in 1995. In the case of Mauritius, the NLTPS process involved eight working groups, two technical workshops and one national seminar, involving the widest participation by the Cabinet and civil society, including youth. The NLTPS product was based on a general analysis of the country-specific development problems and forward-looking studies by each of the eight working groups (agriculture, economy, employment, environment, industry, science and technology, society and culture and tourism). The main lesson learned from their experience relates to the development of the NLTPS methodology. The regional project has adopted a process-oriented approach based on the full participation of civil society in the design of its own development strategy.

20. The African Capacity-Building Initiative programme, sponsored jointly by UNDP, AfDB, the World Bank and bilateral donors, aims to strengthen regional and national capacities (a) to formulate and manage national economic policies and programmes and (b) to support the internalization of long-term development planning. In its three years of existence, the African Capacity-Building Foundation (ACBF) has initiated some 20 projects (grants worth $49.55 million at the end of 1994) in 15 African countries. Of these projects, 13 national and regional projects are in various stages of execution, and a further 7 projects are at various stages of planning. Regional training projects that have had notable results include the African Economic Research Consortium in Kenya, the Conseil des Instituts d'Etudes et de Recherches Economiques en Afrique, and an arrangement with McGill University in Canada and Clermont-Ferrand University in France. National projects which are making solid progress, taking into account the long-term nature of capacity-building, include those in Côte d'Ivoire and Uganda. With regard to weaknesses highlighted in the ACBF mid-term review (relating to, for example, management, slow implementation and a lack of coordination with other programmes), the ACBF executive board is taking a strong leadership role in implementing corrective measures, including (a) recruiting a new executive secretary; (b) formulating a policy framework; (c) formulating a strategy for sustainable policies for ACBF interventions; (d) producing a staff operations manual; (e) limiting the creation of new units; (f) improving the quality of staff; and (g) accelerating the rate of disbursement.

21. The onchocerciasis (river blindness) control programme, under the joint leadership of UNDP and the World Bank, with strong technical support from the World Health Organization and financial support from several donors, has been successful, firstly, in virtually eliminating the disease from the Niger and Volta river basins, thus reclaiming land to support the livelihood of over

1 million people in 10 countries; and secondly, in resettling the affected populations on 25 million hectares of previously abandoned land, which now supports about 17 million people. The cost of those interventions was estimated at less than $1 per capita. The programme has also enabled UNDP to play a more influential role in areas such as: (a) bringing the donor community together behind a common goal; (b) building confidence among the beneficiaries; (c) implementing and following through on the project at the country level; and (d) publishing a study.

22. The water and sanitation programme has enabled countries to adopt a strategic approach and to reach a new consensus with donors, including the World Bank, to bring safe drinking water to millions of people in rural communities and to promote the establishment of private sector maintenance companies. For instance, the programme is laying the foundation for the expanded access of poor people to safe water and sanitation (e.g., through human resource development, institution-strengthening and improved sector planning and policy reforms) in 14 countries (Benin, Burkina Faso, Côte D'Ivoire, Ghana, Guinea, Guinea-Bissau and Mali in West Africa and Ethiopia, Kenya, Lesotho, Malawi, Uganda, the United Republic of Tanzania and Zimbabwe in East and Southern Africa. In addition, it has stimulated investments and built networks for the exchange of knowledge and skills between countries. As a result, knowledge and practice have improved in many areas: (a) appropriate technologies are more frequently and effectively employed; (b) institution-building and reform have become central issues; and (c) the potential contribution of popular participation in operation and maintenance, cost-recovery, sustainability, and replicability is now better understood.

3. Fostering human development

23. The area of fostering human development covers education, health, women in development, poverty alleviation and private sector employment.

24. The UNDP strategy is to mainstream gender issues in all of its operational activities and to build national capacity to do the same. For instance, supported by UNDP and the United Nations Development Fund for Women, partnerships have been established with regional training and research institutions to develop a common gender-in-development strategy for the region and gender-sensitive programmes and activities within those institutions. In addition, trainers have been trained in both IGOs and NGOs. In 1994, UNDP contributed to the holding of the Fifth African Conference on Women in Dakar, Senegal, which adopted an African Platform of Action that will form part of the global document to be presented at the upcoming Fourth World Conference on Women.

25. With regard to HIV/AIDS, the UNDP strategy has focused on building and strengthening the capacity of nations and individuals to respond effectively to the social and economic consequences of the epidemic and to raise awareness on containing its spread. This strategy recognizes that: (a) HIV and AIDS cannot be treated as simply a health problem; (b) any effective response must address the social and economic consequences of the epidemic in a comprehensive and multidisciplinary way; and (c) a broad-based partnership to combat AIDS needs to

be built at the community, national, regional and international level. An August 1994 evaluation and forward-looking assessment of the programme of the Regional Bureau for Africa (RBA), commended the project for breaking new ground in: (a) launching the first African network and declaration of people living with HIV/AIDS; (b) launching the first African network and declaration of principles on law, ethics and HIV; (c) building capacity to inquire into the socio-economic impact of the epidemic on the region; (d) developing and holding an HIV and development workshop to increase public awareness of the short- and long-term consequences of the epidemic; and (e) successful support to strategy and programme formulation of national AIDS control programmes. Measures are being taken to correct the major programme weakness identified (i.e., the lack of effective collaboration with agency partners) to ensure full coordination with the agencies in future activities.

26. In the area of poverty eradication, UNDP is redefining its strategy, taking into account the organization's role in the implementation of the Declaration and the Programme of Action of the World Summit for Social Development and its new development approach. Within that context, RBA has launched a new initiative on poverty reduction and the empowerment of civil society, which aims to strengthen over 100 grass-roots organizations in 18 countries, thus assisting them to define their priorities. Over 1,350 decision makers from Governments, the media, development cooperation agencies and civil society will be involved in a dialogue aimed at devising concrete measures to combat poverty. The initiative integrates the results of the 1994 evaluation of the NGO-based poverty programme, the latest thinking on the best approaches to poverty reduction and lessons already learned in the implementation of poverty reduction projects and programmes both in sub-Saharan Africa and in the rest of the world.

27. In the area of cooperation with the private sector and employment generation, under the Africa Project Development Facility (APDF), UNDP, with the International Finance Corporation and other donors, has helped approximately 200 African entrepreneurs in some 30 countries to obtain start-up capital to expand their businesses. Measures are being taken to increase the cost-benefit ratio of APDF. African capacity has been strengthened through the African Management Services Company (AMSCO). AMSCO's African Training and Management Services has provided management training for entrepreneurs, training 313 managers in 198 companies. Some two thirds of the enterprises evaluated have been able to generate a positive cash flow.

28. In its catalytic role in organizing meetings between the private sector and the Government at both the regional and country levels, UNDP is working to improve relations between businesses and Governments, thus making them more effective development partners. To date, regional meetings have been held in Botswana and Cameroon. This increased exchange of information and experience is expected to raise the level of African competitiveness and reduce the costs of transactions.

29. To improve access to credit for private entrepreneurs, UNDP has financed a feasibility study on potential African Finance Corporation funding for viable African private sector projects. Also, starting in 1995, support is being contributed towards the creation of an Investment Guarantee Fund for West

Africa, aimed at helping African private enterprises to provide guarantees to banks in order to gain access to credit.

III. PROGRAMME MANAGEMENT

A. Management of resources

30. As a result of the fourth-cycle borrowing of fifth-cycle funds and the subsequent reduction of funds for the fifth cycle, a net IPF of $79.3 million was available for the fifth cycle, compared to $267.5 million expended during the fourth cycle. In light of the reduction of resources, the already high amount of funds committed at the start of the fifth cycle, and the need to allow for other emerging priorities, a two-pronged approach was adopted in 1993:

(a) The programme scope was reduced to carefully targeted interventions within the parameters of the fifth regional programme document approved by the Governing Council. Consequently, only the following sub-areas were retained for programming:

(i) Regional cooperation and integration, in terms of the rationalization and harmonization of regional and subregional institutions, and in sectors with intrinsic potential for integration, such as trade, transport, industry;

(ii) Long-term strategic planning, in terms of the management of macroeconomic strategies, and the management of the environment and natural resources, with a focus on water and soil;

(iii) Fostering human development, in the areas of HIV/AIDS, poverty alleviation, empowering civil society, gender in development and the private sector;

(b) The level of commitment of 12 active large-scale projects was reduced by 25 per cent, i.e. by some $14 million.

B. Programme approach

31. Large and comprehensive programmes such as those for PTA trade development and promotion, water and sanitation for the poor, NLTPS, ACBF and APDF, have helped to bring development partners together on major strategic issues.

32. Constraints identified in applying the programme approach at the regional level include the fact that the same rules and principles could not be applied equally at regional and national/country levels. For instance, the programme approach is more difficult to implement at the regional level, in that it requires an extended participatory process between various countries and organizations in the design and implementation of a programme. The increased cost of this participatory process at the regional level often acts as a deterrent.

C. Linkages between country and regional programmes

33. Except in certain cases (e.g., support for east-coast fever vaccine production in the Southern African Development Community, Lake Chad basin development and the Institut Africain pour la Démocratie in Dakar, Senegal) regional resources rarely have been earmarked at the country level to supplement actions taken at regional level. Conversely, regional projects have often provided substantive advice and direct support at the country level. An example of measures taken to link the regional and country levels would be the survey before the formulation of the water and sanitation programme and the country projects approved each time the programme was implemented in a given country. The mid-term review meeting highlighted the fact that implementation has demonstrated that effective commitments from participating countries at the inception of the programme have increased their degree of participation and their sense of ownership.

D. National execution

34. At the beginning of the cycle, RBA launched an assessment of the executing capabilities of major regional institutions. Preliminary results indicated that there was a need to be cautious and progressive in using national execution rules and procedures at the regional level, mainly because of the institutional structure of many IGOs. National execution increased from 2 per cent during the fourth cycle to about 4 per cent by the mid-term review. Good examples of national execution that have already been implemented through regional institutions (e.g., WARDA) now exist for possible replication elsewhere. The mid-term review meeting recommended that UNDP should continue to rely on capacities which exist within the United Nations system, while promoting greater national execution.

E. Decentralization

35. Efforts have been made to decentralize operational activities to the subregional offices. The transfer process has been slow, but is now starting to bear fruit. However, the role of the Principal Project Resident Representative has not been strengthened in this framework. The UNDP regional liaison office in Addis Ababa, Ethiopia, contributed in part to better coordination with ECA and OAU. Similarly, the Senior Regional Manager outposted to Abidjan, Côte d'Ivoire, helped to strengthen relations with the AfDB. At the mid-term review meeting, it was agreed that more authority should be devolved to the subregional offices. It was also recommended to establish a central data bank of UNDP programmes, to be used as a source from which various institutions could tap information. As part of improving communication and consultation, it was also suggested that country office economists should be closely involved in the discussion of programmes at the formulation stage.

F. Resource mobilization

36. In December 1994, the total figure for regional cost-sharing and trust funds for the period 1992-1996 reached $35.4 million or about 45 per cent of the net 1992-1996 IPF for the regional programme. Those figures do not include large amounts of funds implemented on a parallel basis that are directly related to regional programme activities, such as in the ACBF programme, which has a planned multi-donor trust fund of $100 million, or in the onchocerciasis and guinea worm programmes, which have a multi-year combined value of more than $240 million.

37. The regional programme resource mobilization strategy builds on the overall RBA development strategy and on the fourth regional programme document. However, a more focused orientation of the programme has been defined and is serving as a basis for programming initiatives and resource mobilization. While the three themes of the programme are all included in the resource mobilization strategy, the approach varies considerably, depending on the theme targeted. The mid-term review meeting recommended that modalities be explored for joint resource mobilization, including a special round-table discussion for the launching of the fifth regional programme.

IV. KEY CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

38. At a time when development challenges had increased in sub-Saharan Africa, financial resources available under the fourth regional programme fell sharply, as a result of a combination of factors - overspending during the fourth cycle, the overall reduction of resources for the fifth-cycle regional programme, the continuation of projects between cycles and reductions of IPF availability to only 70 per cent.

39. Nevertheless, the focus on the three areas of concentration was maintained according to the agreed proportions of the IPF. However, various programmes were terminated, approved programmes were scaled down and the actual number of new projects and programmes developed was limited.

40. New programme approval was delayed both by funding uncertainty and by problems associated with applying the new programme approach.

41. Capacity-building, the main strategic focus, was aimed at strengthening national institutions dealing with common or regional issues and subregional and regional IGOs. Experience shows that the largest programmes have tended to produce greater results.

42. Development partners were disappointed by the sharp reduction in resources, especially where activities had to be stopped when they were about to become self-supporting. But they recognized increasingly that the UNDP role goes beyond that of funding agency, to include a broad range of upstream activities to accelerate development, such as alternative development approaches, advocacy, and mediation among various international players.

43. Communication efforts improved participation during the project selection process, although ownership by countries participating in regional projects needs to be strengthened, if project objectives are to be fully met.

44. In terms of management, a more radical approach was defined to decentralize responsibilities to the regional liaison office in Addis Ababa, Ethiopia, which covers Eastern and Southern Africa and some pan-African issues, and to the regional office in Abidjan, Côte d'Ivoire, which covers Western and Central Africa. In that connection, the role of the Principal Project Resident Representatives should be strengthened.

45. Resource mobilization was successful during the first three years of programme implementation, reaching $35 million, equivalent to 55 per cent of the IPF budget during the period 1992-1994, and 45 per cent during the period 1992-1996. However, those resources were confined to a limited number of projects/programmes and co-financing committed for 1995/1996 should be increased.

B. Recommendations

46. The mid-term review made the following recommendations:

(a) Programme conceptualization should be more demand-driven. Recipient countries should be asked to list their priorities at the outset;

(b) Programme and project approval procedures should be simplified and decentralized, where appropriate, to country UNDP resident representatives and to the regional liaison offices;

(c) Programmes at both regional and country levels should set aside specific percentages of their IPFs for efforts to increase linkages between two or more sectors or activities, especially those that are complementary or which take place simultaneously;

(d) Programmes such as the onchocerciasis control programme should be used as examples of successful regional programming in terms of impact and resource mobilization;

(e) When additional resources become available, they should only be allocated to projects that were dropped if they are still relevant to the new direction of the programme. The allocation of resources should be decided together with UNDP development partners;

(f) Except for those already formulated, no new programmes should be approved until the fifth regional programme framework has been defined, with the aim of shifting towards a more genuine programme approach. To facilitate the process, a seminar on programme format and preparation will be organized for the major regional institutions. Programming for the fifth regional programme should reach beyond the cycle itself, and should be based on a longer-term perspective to improve the sustainability of future programmes;

(g) The programming process for the fifth regional programme should start with a review of important aspects that could not be funded by the fourth regional programme, together with the outcome of the programmes implemented. There should be greater focus on the role that each country will play, individually and collectively, in coordination with IGOs;

(h) Within the overarching theme of sustainable human development, the objectives of the fifth regional programme should focus on a small number of areas within the following themes: human resource development, governance, financing African development and economic cooperation and integration;

(i) Given the important role of UNDP in promoting development, it should use its comparative advantage in mobilizing resources, either on its own or in collaboration with other partners. A donor meeting should be organized to launch the fifth regional programme.

Annex

FINANCIAL SUMMARY

I. RESOURCES

A. Resources available for the fourth regional programme period

	$	$
IPF	79 330 000 a/	
Estimated cost-sharing	25 954 000	
Total		105 284 000 a/

B. Commitments

Approved programme/project budgets b/		
Approved and allocated IPF	76 334 000	
Approved and unallocated IPF	-	
		76 334 000
Approved cost-sharing	25 804 000	
Approved and unallocated cost-sharing	150 000	
		25 954 000
Pipeline programmes/projects		
IPF	3 680 000	
Cost-sharing	-	
		3 680 000
Total		105 968 000

C. Balance of resources available for further programming

	$
IPF	(684 000)
Cost-sharing	-
Balance of resources available	(684 000) c/

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a/ Compared to the $181,600 million dollars originally anticipated for the fourth regional programme; the reduction results from the 70 per cent IPF programming limitation and the borrowing of $47,790 million by the fourth cycle.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or Bureau Project Appraisal Committee for which there exist detailed, signed documents and budgets. "Approved and unallocated" represent the balance of funds available to programme or project which have yet to be reflected in specific budget lines.

c/ This figure represents the net balance of IPF and cost-sharing resources available plus joint programme funding less approved and allocated/ unallocated IPF and cost-sharing funding less pipeline IPF and cost-sharing.

II. PROPOSED (P) AND ACTUAL (A) ALLOCATION OF RESOURCES BY AREA OF CONCENTRATION

(Thousands of dollars)

Area of concentration	IPF		Cost-sharing		Total		Percentage of total	
	(P) a/	(A) b/	(P)	(A)	(P)	(A)	(P)	(A) c/
Regional cooperation and integration	64 440	33 654	3 000	3 595	67 440	37 249	40	35
Long-term strategic planning and natural resources and environment	25 720	19 170	8 000	4 542	33 720	23 712	20	22
Fostering human development	37 952	27 190	16 000	17 817	53 952	45 007	32	43
Unprogrammed reserve	13 488	-	-	-	13 488	-	8	-
Total	141 600	80 014	27 000	25 954	168 600	105 968	100	100

a/ Calculated on the basis of provisional allocations at the time of approval of the fourth regional programme.

b/ Effective distribution of resources taking into account approved and firm pipeline programmes/projects.

c/ The percentages differ if only IPF resources are taken into account. In that context, the larger share of resources is allocated to regional cooperation and integration, as follows: regional cooperation and integration, 42 per cent; long-term strategic planning and natural resources and environment, 24 per cent; and fostering human development; 34 per cent.

III. ESTIMATED COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

	At the time of formulation of regional programme	At the time of mid-term review
UNDP-administered funds	-	-
Special Programme Resources	10 000 000	21 744 395
Trust funds	6 831 000	12 110 303
Management service agreements	-	1 022 803
Add-on	-	283 639
Other United Nations resources	-	-
Global Environment Facility	33 000 000	32 000 000
Non-United Nations resources	-	-
Total	49 831 000	67 161 140